



The simplified mobility plan (PDMS) and local mobility plans in Europe Feedback from 11 examples

Cerema

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PURPOSE OF THE STUDY

- In France, mobility planning at inter-municipal level is carried out using two tools:
 - the Mobility Plan (PDM), the national form of the European SUMP (Sustainable Urban Mobility Plan) model, used since 40 in the largest conurbations;
 - the **Simplified Mobility Plan (PDMS)**, which has been in use since 2021 and is currently being developed in small and medium-sized towns;
- The aim of the study is to compare **examples of European local plans comparable** to the French PDMS, drawn up in areas of similar size, and to observe the **similarities and differences**.

METHODOLOGY

- Local plans comparable to the French PDMS, comparable to SUMP's for small and medium-sized towns (the 'SUMP' approach is officially recognised for some of the cases studied)
- Medium-sized towns, or sparsely populated areas, with a population of 100,000 or less (order of magnitude)
- Choice of areas :
 - spread across Europe
 - various sizes and urban contexts, in the above category

METHODOLOGY

- **Scope of the study:** observation of the characteristics of the **development** and **content** of recently designed plans (not their operational implementation, nor their assessment).
- **Gathering of information:** standard questionnaire filled in by the local authority, supplemented by discussions with the contact person if necessary.

- **Analysis grid :**

General framework (territory, regulatory framework of the plan)

Governance and consultation

Content of the plan (diagnosis, strategy, actions)

Assessment

Nota bene :

The aim of the study is not to obtain quantitative information. However, it is interesting to see how common a feature is within the group of 11 plans studied. Thus :

a number n in brackets indicates that a characteristic was observed n times in the group;

(n/nn) indicates that it was observed n times, for nn plans in the group for which the information is known.

E.g.: 'It is targeted with actions at the **railway station (4)**'. 'Duration of validity: **mostly unrestricted (7/9)**'.

THE 11 PLANS STUDIED

- **Arlon** Municipal Mobility Plan, **Belgium**
- Urban Sustainable Mobility Plan for **Cesena, Italy**
- Transport system plan for the municipality of **Halmstad, Sweden**
- Sustainable Urban Mobility Plan for the municipality of **Kilkís, Greece**
- Sustainable Urban Mobility Plan for the city of **Kruševac, Serbia**
- Sustainable Urban Mobility Plan for the municipality of **Ljutomer, Slovenia**
- Sustainable Urban Mobility Plan for the functional area of **Myślenice, Poland**
- Sustainable urban mobility plan for the municipality of **Néstos, Greece**
- Simplified mobility plan for the community of communes of **Pays d'Ancenis, France**
- Local Mobility Plan (SLOM) for the community of communes of **Portes du Haut-Doubs, France**
- Sustainable urban mobility plan for **Týrnavos, Greece**

1 GENERAL FRAMEWORK

- Area covered by the plan :

The scale of the plan is often **equivalent to that of the French intercommunal system**:

- the 'municipality', which in several countries corresponds to a form of inter-municipality comprising a central town of the same name + equivalents of peripheral municipalities (Týrnavos, Greece; Ljutomer, Serbia; Halmstad, Sweden) or even sectors (Arlon, Belgium);
- the 'powiat' (Krusevac, Poland).

The area covered by the plan is **freely defined** in 5 cases/11

	total population	density (inhab/km2)
Arlon	31 000	119
Cesena	96 000	384
CCPHD	26 000	41
Kilkis	23 000	35
Nestos	22 331	30
Krusevac	70 000	47
Týrnavos	25 000	
Ljutomer	11 000	105
Myślenice	128 000	176
Halmstad	105 000	103

- Population, density

1 GENERAL FRAMEWORK

- A generally uniform process for drawing up the plan

A voluntary plan in all cases

(Special features: in Arlon, the plan is compulsory as part of an application for public funding for a mobility adviser; in Greece, the 3 plans were voluntary at the time they were drawn up).

Free content and format (10/11) (format determined by law since 2021 in Greece). It may follow European or national guidelines that recommend content (in Greece, and in Slovenia and France respectively). The content may be adapted to fit in with other planning documents (Halmstad).

Development procedure: defined by law (6/11), free (4/11), recommended by national guidelines (Slovenia, France).

Development period: 6 months to 2.5 years, **usually close to 2 years.**

Period of validity: usually unrestricted (7/9), with few requirements for overall evaluation (2/9) (Krusevac: every 4 years; Týrnavos: after a maximum of 5 to 10 years).

Time horizon (a priori) of 12 years on average: individually from 6 to 15 years; one case with a longer duration of 28 years but with an update planned after each election, every 4 years, in Halmstad.

1 GENERAL FRAMEWORK

- Diverse legal status and preparation costs

The plan has **direct regulatory consequences** in **4/11** cases, most often on other public policies.

External cost of preparation :

from €15,000 to €143,000, with an average cost of €57,000 (including a cost counted as zero for a plan drawn up entirely in-house at Krusevac).

Public aid for drawing up the plan: yes in 5/6 cases, and in some cases up to the full amount.

2 GOVERNANCE

- A similar development framework

The contracting authority is public, i.e. the local authority responsible for the area covered by the plan (see above).

Project management is usually private or mixed (i.e. also including the technical participation of the local authority or other public players. E.g. Portes du Haut-Doubs; in one case (Kruševac, Serbia), the project is managed by the local authority itself.

- Links established with other public policies

The plan is very **often linked to or integrated with other very diverse planning documents** (7/8): plans at a higher, equal or lower territorial scale; plans that may concern the climate, the environment, town planning, regional development, energy, traffic, cycling, car sharing, waste.

3 CONSULTATION

- A wide range of stakeholders

In all cases, a wide range of stakeholders are involved, including

- **Institutional** players: local authorities on a larger scale, on a smaller scale, neighbouring local authorities; local services (police, civil security); national consular chamber (Týrnavos), etc.
- **Mobility** stakeholders: operators, user associations, cyclists, walkers, etc.
- Stakeholders from **various sectors**: health and social care, education, regional planning, tourism, etc.
- **Environmental** associations
- Large employers and **businesses**

The idea of including people from **different professions**, of including men and **women**, was mentioned once.

3 CONSULTATION

- Regulatory consultation

Consultation is **mandatory in 5/6 cases**. It may involve the participation of institutional players, the public, or both.

In France, the compulsory arrangements involve consultation with :

- certain **institutional** stakeholders
- **various stakeholders**, at their request
- the **Partners Committee***
- the **public**, by electronic means

* **Partners Committee** = local body set up by the mobility organising authority, comprising at least representatives of users, residents and businesses. It must be consulted once during the preparation of the plan, and can also serve as a forum for dialogue throughout the process.

3 CONSULTATION

- A high level of public consultation

In most cases (8/9), public consultation has been set up, sometimes in addition to regulatory consultation, which also involves the public. It can take various forms:

- surveys, on paper or online; participatory mapping; interviews ;
- participatory workshops ;
- round tables;
- making the project available and collecting comments ;
- events ;
- information via the media, local website ;
- newsletters and requests for opinions from stakeholders;
- public meetings ;
- video conferences (Néstos, during COVID-19).

In one case, people involved in the citizen consultation who had volunteered were subsequently included on the stakeholder panel that monitored the key stages of the process (Pays d'Ancenis).

4 DIAGNOSIS

- Quantitative data

No use of the technical resources available in large conurbations, except in 1 case: Halmstad, population 105,000, using a Visum® traffic model.

In most cases, **local data** is used. Depending on the case, this data is collected either solely on the territory, or on a larger scale but with a local level of precision (e.g. population census). Data used, depending on the case :

- Population
- school population
- Businesses
- Facilities
- traffic (using local counts)
- range and use of mobility services (bus, train, car-sharing, parking, cycle paths)
- modal split (by user surveys)
- number of cars registered
- number of cyclists
- trips to schools and nurseries (by survey)
- accidents (by the police)
- cycle network, cycle blackspots (by national cycling association) journey times (by experimenting with different modes)
- Electromobility
- air, energy, noise
- *data from other studies, town planning documents, etc.*

4 DIAGNOSIS

- Qualitative data very much in demand

Qualitative data is used **in almost all cases (9/9)**.

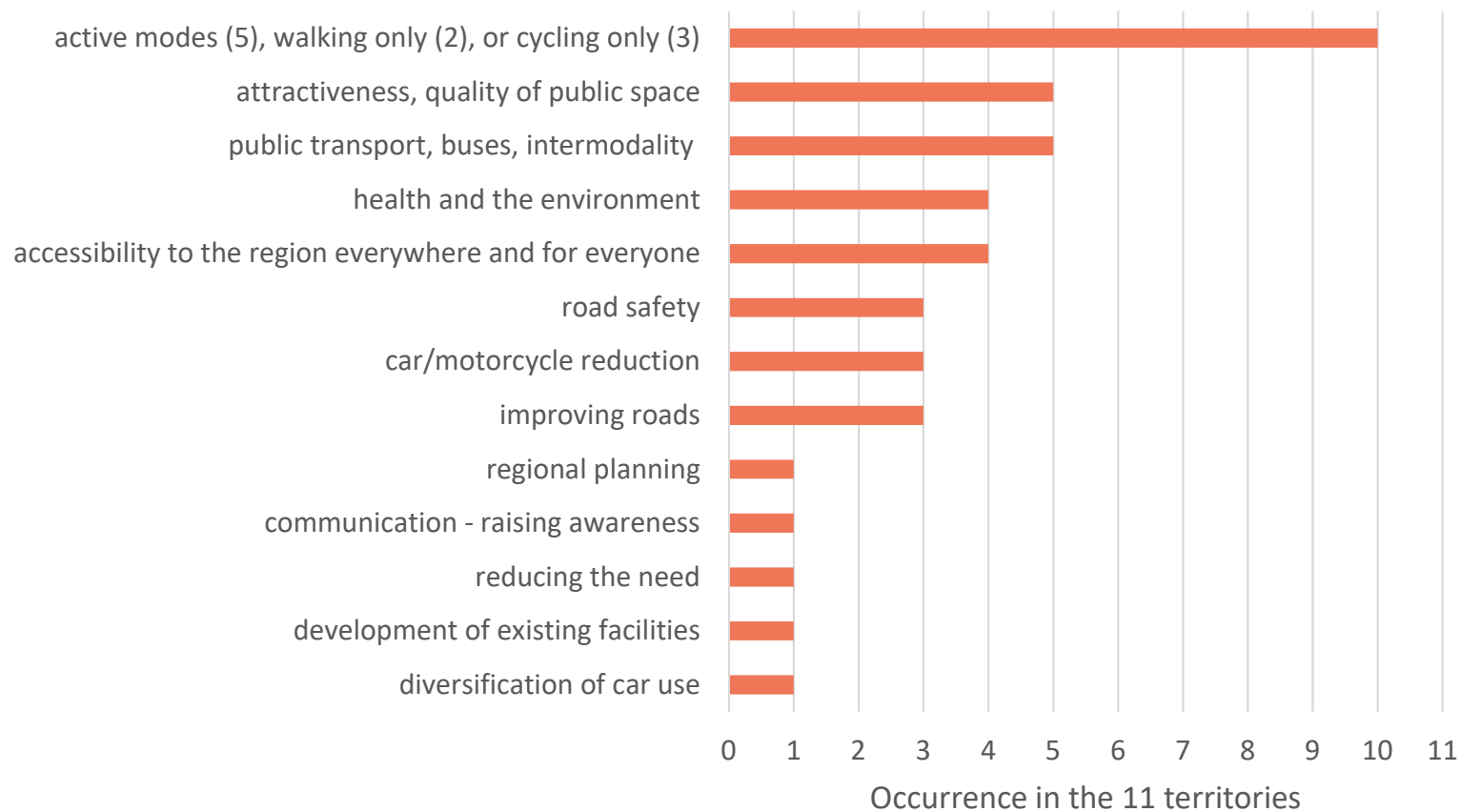
They mainly concern the gathering of knowledge, behaviour, expressions and opinions of people: **residents, users, local players**. Local authority staff can also contribute.

They use the **usual means of public consultation**: see above.

Depending on the case, they can **shed light**, for example, on users' choices of modes of transport, perceived conditions for walking and cycling, wishes in terms of infrastructure development, levels of satisfaction with mobility services; or they can **enrich the mobility measures** to be taken for the future.

5 STRATEGIC OBJECTIVES

Main themes of the strategic objectives



5 STRATEGIC OBJECTIVES

- **Developing active modes of transport**

As is the case in France, the development of active modes of transport is almost unanimously considered to be an objective in its own right. Often the objective is not just cycling, but active modes as a whole, and sometimes even walking alone.

- **A global dimension**

Some objectives are purely strategic, and go beyond mobility only: attractiveness, quality of public space, environment-health, spatial planning.

- **A certain focus on the fundamentals of mobility**

There is a foundation of more operational objectives, based on the development of different modes and levers of mobility.

6 OPERATIONAL ACTIONS

BY MODE AND MOBILITY LEVER

- Active modes

Actions mainly on **infrastructure**: their general organization (pedestrian and bicycle networks), the realization of facilities (tracks, works of art, road sharing, parking for bicycles, lighting, signage).

Bicycle **services** are rarely mentioned (3/11).

The **concepts** of “city at 30km/h” and “city of 15 minutes” (Myślenice) are cited.

- Public transportation

Through conventional development actions (creation of lines, stops, infrastructure), prefiguration of a future local network; efforts also focus on the structuring of the **system**, its optimization (particularly in the case of trans-territorial transport), good service to the territory and populations; better **services**: improved and more inter modal stations; **communication** and information.

6 OPERATIONAL ACTIONS

BY MODE AND MOBILITY LEVER

- Parking

Actions are cited in seven cases, in the form of a parking plan or **management**, improvement of public **parking** and **information**.

- School transport

Actions are mentioned in eight cases, in the form of **plans** for school mobility (2) and development of school **routes** (2); development or improvement of **services** (4): quality and inter modal stops, walking communities (Cesena), opening school lines to all services, Pedibus; public **awareness** (1).

6 OPERATIONAL ACTIONS

BY MODE AND MOBILITY LEVER

- Electric mobility

Development of **charging** infrastructure (3/7), use of **municipal** electric vehicles (3/7), **subsidies** for the purchase and use of electric vehicles (replacement of old vehicles, reduction in registration fees, parking, etc.) (1/7).

- Mobility management - Communication

Mentioned in 7 plans, in the form of local management and mobility **advice** (4/7) especially in schools and daycare centres, access to a vehicle and driving (1/7); **promotion** and **information** on mobility alternatives (6/7) among individuals, actors and companies.

6 OPERATIONAL ACTIONS

BY MODE AND MOBILITY LEVER

- Road

It is specifically targeted with actions (6) in the field of **infrastructure improvement**, mainly for **safety** purposes, **traffic fluidification**.

- Freight transport

Actions (5) in terms of **organization, facilities** (logistic spaces, intermodal port-rail terminal); **services** (distribution for the city center, cargo bike system); **regulation** (Kilkís).

6 OPERATIONAL ACTIONS

BY MODE AND MOBILITY LEVER

- Intermodality

This is specifically targeted with actions (4) at **railway stations** (multimodal optimisation, cycle services at stations), development of **interchanges, coordination and provision of all available services**: public transport, active modes, car-sharing, micromobility.

- Link between urban planning and transport

In five cases, the plan's principles or measures are linked to **the urban development plan or policy** (direct integration into the plan (3) or desire for integration (2)).

For example (Halmstad), there is a desire to open up new urban development areas close to public transport (<400m from an urban bus stop, <1000m from a regional bus stop), to combat barrier effects: new crossings over and under the railway to improve the flow of road and rail traffic, 3 new pedestrian and cycle bridges and a new all-mode bridge over the river.

6 OPERATIONAL ACTIONS

BY MODE AND MOBILITY LEVER

- Shared mobility

Mentioned in the actions of three plans, in the form of promoting **car sharing** (2) and car pooling services (2).

- Avoided mobility

Mentioned in the actions of two plans, in the form of **coworking** (1), a demobility action (in favour of the local economy) integrated into the **climate plan** (1).

- Tourist mobility

Mentioned in a development and signposting action linked to the presence of a **Eurovélo route**, a more general action on the cycle network, and in another plan cited as a non-priority but as a **long-term objective**.

6 OPERATIONAL ACTIONS

BY MODE AND MOBILITY LEVER

- Community mobility

An initiative to support the development of socially responsible mobility, in conjunction with associations. (1)

- Human resources

Recruitment of a mobility officer to implement the plan. (1)

- Accessibility

Accessibility for the disabled. (1)

- MaaS (mobility services)

No dedicated action.

6 OPERATIONAL ACTIONS

SOME REMARKABLE OR EMBLEMATIC ACTIONS/PRINCIPLES

- One-way traffic

making town centre roads with heavy traffic one-way, by creating a two-way cycle lane (politically uncertain in the case cited).

- Prioritisation of cycle infrastructure in the plan

in response to existing demand.

- User-friendly travel zones

set up in a village and in the main town (Ljutomer).

- Mobility promotion and advice

in one case, considered fundamental and essential to the successful implementation of the plan's measures. One of the plan's 4 strategic objectives and 3 of its 14 actions are devoted to this.

6 OPERATIONAL ACTIONS

SOME REMARKABLE OR EMBLEMATIC ACTIONS/PRINCIPLES

- Citizen participation

Involving citizens in the development of mobility practices.

- Use of parking charges

to finance sustainable mobility measures.

- Extension of controlled parking

to the whole of the main town and parts of certain villages.

- Feeder service

Trial of a feeder service to public transport stops and town centres, initially in the form of transport on demand (Portes du Haut-Doubs).

- BHS and three new stations

An ambitious programme for a medium-sized town.

7 MONITORING AND EVALUATION

- Plan implementation monitoring mechanism

In most of the plans studied (9/11), an evaluation system is provided. It is based on **indicators**, which may concern all actions or the main ones; they may be mandatory. In several cases, a follow-up **committee** is set up. It meets either regularly or at certain times. In one case, it reports to the municipal council (Krusevac) at the end of each year.

In another example, a report is required by law every two years (Týrnavos).

Important indicators include: progress of the cycling network, updated several times a year (Arlon); travel habits of downtown citizens and travel habits of primary school students (Ljutomer).

- Environmental assessment

Not included in most plans, mandatory in one case (Cesena), made in another case through a higher level planning document, that includes the mobility plan.

8 LOCAL AUTHORITIES' VIEWS ON THE PLAN TOOL

- First benefits of the plan (individual testimonials)
 - **The legitimacy of the mobility policy** and the measures to be applied: with urban developers and planners, road planners;
 - **clear expression** of the mobility policy; **visibility** among partners and municipalities;
 - Technical services **roadmap**, with the corresponding budget;
 - **prioritisation** of actions;

 - **Community's first action plan** for mobility;
 - very positive **mobilisation** of elected representatives, actors and inhabitants for the first time on mobility policy;
 - Increased public **awareness**;
 - **Ambition** gains momentum from the first plan;

 - Local authority **recognition** in its recent role as local authority for mobility ;
 - Local authority **recognition** as a pioneer in mobility;

 - Improving **the quality of life (2)**: transport, public spaces, noise, urban landscape;

8 LOCAL AUTHORITIES' VIEWS ON THE PLAN TOOL

- Difficulties encountered (individual testimonials)
 - reactions and **political** constraints: reluctance to certain measures, negative vote of some municipalities on the plan, need to lower the car reduction targets;
 - **public** reactions: high number of comments and petitions during the public survey; reactions from stakeholders on the predominant role of cycling policy in the project;
 - **governance**: difficulties in involving local actors, the administration, the Region; managing the various players who hold a share of the competences;
 - citizen **involvement**: difficulties in informing the different age groups;
 - insufficient **data** and information collection;
 - difficulties in designing the plan on the merits, to meet **needs**;
 - **financing**: obtain the funding, budget it in the long term.

8 LOCAL AUTHORITIES' VIEWS ON THE PLAN TOOL

- Limitations of the tool (individual testimonials)
 - implementation of the measures is **not compulsory for the contracting authorities** involved; contracting authorities other than the local authorities for mobility are responsible for a large part of the implementation ;
 - **non-mandatory** plan ;
 - a plan that will not be feasible without **co-financing from municipalities**

 - **human resources required** for implementation, within the local authority ;

 - need to be included in a more comprehensive **local development process on a larger scale**;

 - **lack of interest from local authorities**
 - lack of **creativity and awareness among stakeholders**;
 - **lack of confidence among residents** and shopkeepers;

 - **limited impact of the plan in relation to ongoing processes**, simultaneity and contradictions between measures;
 - plan alone not sufficient, **relies on other plans and cooperation** ;

 - **definition of actions and budget for a period of 10 years**, which is relatively long.

CONCLUSION

- Overall trends:
 - A shared and homogeneous format: a voluntary plan, flexible in its content. The model is **similar to that of a SUMP** for large agglomerations but adapted to the scale of the territory, in particular in terms of volume, complexity and cost;
 - **Systematic mobilisation of citizens and stakeholders**, with **mixed results** in terms of involvement depending on the case; a strong qualitative approach;
 - **A strategy that goes beyond** the simple development of existing mobility, while adapting to today's challenges and means (especially with the development of active modes);
 - A real link with **other public policies**;
 - Actions that mobilise the **many mobility levers** in a wide and diverse way;
 - **Satisfaction with the plan development**: legitimacy, visibility, engagement;
 - Difficulties and limitations of different orders (political, technical, financial) depending on the case, that make **the operational success of the plan is not guaranteed** and will be to support.

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**Thank you for your
attention**